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ABSTRACT

The author begins by examining the functions of the school and the basic principles governing the provision of education in the American democracy as a way of providing a framework for analyzing proposals for the reform of secondary education. He then examines proposals for reform. His major focus is on ten proposals made by agencies, organizations, or prominent national leaders that have been discussed and widely considered by educators as a basis for undertaking significant changes in the present system of schools. Included are writings by such individuals as James B. Conant and J. Lloyd Trump and by organizations and groups such as the National Commission on the Reform of Secondary Education and the California Commission for the Reform of Intermediate and Secondary Education. The author then lists the criticisms, deficiencies, and shortcomings that these proposals have mentioned and the significant changes offered. He then offers commentary on the issues raised and offers his proposals for the improvement of secondary education. (Author/IRT)

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Reform in Secondary Education: The Continuing Efforts to Reform Secondary Education, and a Modest Proposal

Galen Saylor
University of Nebraska

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Section 1
A Framework for Analyzing Reform Proposals

Ever since Socrates railed against the Sophists in ancient Athens for the manner in which they educated the youth of that state, and, in turn, developed his own Socratic method of teaching his students, citizens have been criticizing existing programs for the education of the youth of a nation and advocating reforms of the methods and processes for preparing them for adulthood. None, however, has been condemned to death as was Socrates for "corrupting" youth through his new methods; however, few, if any, have had the success in bringing about permanent, continuing improvement in the educative process embodied in the Socratic method of instruction.

The toughest campaign facing mankind throughout its history is the one against ignorance, prejudice, and insensitivity, but, as Socrates and countless thousands of scholars since have pointed out, knowledge, wisdom, virtue, and compassion are not easily attained and the education of youth must constantly seek better ways if perfection is to be sought. A number of major proposals for reform of secondary education have been promulgated in recent years. A careful consideration of them merits the attention of educators and citizens alike for the times postulate ever better programs of schooling for our youth. This bulletin is an effort to analyze the more noteworthy of these plans for reform, and

to conclude the review with some additional recommendations by the author. But first, the setting in which this analysis is made should be stated overtly.

A. Functions of the School

Throughout the history of formal schooling, the social group establishing and governing the schools has demanded that these intermingling functions be served by this highly important social agency:

1. Contribute to the transmission of the culture of the group (knowledge, wisdom, communicative skills, learning skills, rationality, insight, understanding);
2. Assist in the socialization of the young (manners, morals, compassion, sensitivity, understanding, cooperativeness and interdependence, respect for the human being, uprightness, integrity, self-discipline);
3. Aid in the preservation of the society as a nation (loyalty to the group, participation in processes of self government, understanding and acceptance of the basic tenets of the social order, law-abiding, remain steadfast and faithful, foster improvement and social betterment);
4. Help prepare the young for adulthood (specialized programs of preparation for citizenship, careers, and parenthood; foster development of character traits and habits that augur success in adult life);
5. Promote the personal development of the young (identification of talents, capabilities, and potentialities, wide diversity of opportunities for self-development, counseling, guidance of individual development, flexibility in organization and administration).

Obviously, schools over the centuries have varied greatly in the extent to which they sought to serve a particular function, and the emphasis given each one in planning programs varies today from nation to nation and even school to school. Nevertheless, the history of nations, the sociology of societies, and the anthropology of peoples supports this analysis of the functions of schools. The thoughts and teachings of Socrates clearly show his efforts to serve all five functions, albeit the overt, immediate goal of his teaching was the pursuit of wisdom and the development of virtue.

B. Basic Principles Governing the Provision of Education in American Democracy

In establishing a framework for analyzing programs of secondary education and proposals for its reform, some basic principles or guidelines must be recognized:

1. Every child and youth must have complete, realistic, and fully operative equality of opportunity to attain the fullest possible development of his or her talents, capabilities, and potentialities through formal programs of schooling. The only factors that should determine the nature and character of an individual's program is his or her innate talents and capabilities, his or her motives, interests, and desires, and his or her willingness to make the effort to develop such potentialities to the fullest.
2. The school is only one of the many agencies in the society that provides learning experiences for the young. Its role, functions, and goals should be defined as clearly as possible, and be accepted and understood by both the social group immediately responsible for its governance, the professionals providing the schooling, and the larger public. Similarly, roles and functions of other agencies and persons should be clarified and understood.
3. As is evident in the list of functions stated above, the social group as a whole is vitally concerned about the schooling of its young. But the student and his or her parents are, of course, directly involved in the process of schooling. A major problem facing the nation today is the melding of these sets of concerns, demands, needs, and interests into a viable, but sound and highly effective program of school education.
4. Teachers and other school personnel are agents of the social group and must plan and work within such a structure. But the exercise of responsibility and authority vis-a-vis teachers/public is a very complex and subtle matter and gives rise to many major issues of school control and planning. These should be resolved in a democratic manner acceptable to all.
5. All organizational structures and administrative arrangements should be determined solely on the basis of what best enables the school to serve its stated functions and purposes.

These two sets of statements will constitute the framework within which proposals for school reform will be analyzed.

But we need a definition of "reform of secondary education." In this bulletin this term refers to proposals made by agencies, organizations, or prominent national leaders for major changes in the sys-

tematic structure or program of education provided adolescents and young adults by schools established and controlled by the public, and which have been discussed and considered widely throughout the nation by educators as a basis for undertaking significant changes in the present system of schools. The writings of philosophers, educators, government officials, college professors, teachers, administrators, and the general public will not be considered as reform proposals, even though such views may have contributed significantly and influentially to the development of educational programs in this country. Hence, the great contributions of John Dewey, for example, will not be treated in this study. The analysis will be limited to formal, systematic plans presented generally as efforts at the national level to change the structure and/or program of secondary education.

Section 2

Earlier Proposals for Reform of Secondary Education

This is not an historical study, but a brief review of some reform movements will show that schools in this country over a period of several centuries have changed in major respects through the efforts of certain leaders and agencies. School reform proposals are not a late twentieth century phenomenon.[1]

Benjamin Franklin, to the best of my knowledge, presented the first proposal (1749) for the basic reform of secondary education (in terms of the above definition) in his "Proposals Relating to the Education of Youth in Pensilvania."[2] Franklin proposed the establishment of an Academy and outlined in considerable detail the organization and structure of the institution and an extensive program of studies that should be offered. Up to this point in colonial history the Latin Grammar School was the only formal, general secondary school available, although private tutors, and private-venture "schools" flourished throughout the colonies.[3]

Unquestionably, in my opinion, the academy, developed on the basis of Franklin's most insightful and comprehensive proposal for the education of youth, constituted the most significant, comprehensive, and influential reform ever proposed and carried out in American secondary education. Its curriculum as envisioned by Franklin was to serve the educational needs of youth, both the "*most useful* and *most ornamental.*" Academies spread throughout the nation and dominated the educational program of the new nation for the ensuing century. Moreover it prompted and constituted the basis for the second major reform movement.

The Boston School Committee in 1821 established the first public high school in this country in an effort to provide for all the youth of that city schooling that would be comparable to the opportunities then available only in the academies. This, then, is the official action that made high schools a part of the common school program of the nation. This was a momentous development in the continuing efforts of our people to provide the best education possible for youth. It was a reform in structure; reform in program came late in the century and early in the present one.

The Committee on Secondary School Studies (The Committee of Ten) was appointed in 1892 by the National Council on Education, a subgroup of the National Education Association, to study the program of the high school and to attempt to bring more uniformity in the curriculum and correlatively to bring about more uniformity and acceptability in college entrance requirements. Great diversity and variability in quality existed among the high schools of that period. Similarly, a mish-mash of entrance requirements existed among the colleges and universities. It was a confusing and exasperating situation for both high schools and colleges. Hence, the Committee.

But its report, presented to the Council in 1893, did not cover all of the major concerns of the day, settle the matter of entrance requirements, or satisfy educators generally. Thus, over a period of two decades a succession of national commissions, working under the aegis of the NEA, prepared a series of reports on secondary education. These proposals collectively are treated as the third major effort to reform secondary education.

The reports proposed programs of studies and planned sequential curricula that had great impact on the high schools of the early decades of this century. Thus evolved the traditional programs of secondary education that dominate educational thought to this day. Moreover, a highly significant outcome of these proposals was the formulation of the concept of units of credit as a procedure for evaluating the merits of a high school course as acceptable for college admission. This approach to "packaging" the high school curriculum persists in full force to this day. Much of the practice and thought, even of national leaders in educational planning, on secondary education of the past 75

years stems directly from the work of the six committees.

But a contrary movement among educators in the second decade of this century developed as a result of these earlier efforts to fix the pattern of secondary education. The work of two other national committees will, therefore, be treated together as the fourth major reform movement in American secondary education. The Commission on the Reorganization of Secondary Education, appointed by the NEA in 1913, accepted the responsibility of endeavoring to direct the preparation of reports in 16 areas of secondary education that would establish aims, methods, and content for various high school subjects, and provide an administrative structure that would make the high school a viable and effective educational institution for all American youth.

It was this Commission that formulated the seven "Cardinal Principles of Secondary Education," undoubtedly the most significant and influential statement of goals and purposes that has ever been published. The subcommittees then endeavored to formulate curriculum plans and administrative recommendations that would enable all youth to attain these goals.

The other national commission active at this time was the Presidential Commission on National Aid to Vocational Education (The Prosser Commission), established by Congress in 1914. The report of this Commission led directly to the passage of the Smith-Hughes Act in 1917, the basic law, in effect to this day, that provides federal subsidies, leadership, and supervision for areas of vocational education in the high schools. The continuing impact of this report and subsequent legislation on the reform of secondary education is clearly evident in all the recent federal acts to extend greatly vocational and career education as an essential aspect of the complete education of youth.

These, in my opinion, are the major efforts to bring about systematic reforms in either the structure or program of secondary level schooling in this country to the recent period of activity. The extensive reports and activities of the Progressive Education Association in the 1920s and 1930s and of the Educational Policies Commission of the National Education Association were significant efforts to improve the quality and nature of the program of schooling, but they do not constitute blueprints for reform in the sense the term is being defined and used in this study.

Section 3

Proposed Plans for the Reform of Secondary Schooling

The analysis of current proposals for the reform of secondary education properly begins with James B. Conant's *The American High School Today*. Thus the reports and plans to be included in this survey are as follows:

1. James B. Conant, *The American High School Today* (New York' McGraw-Hill Book Co., 1959); supplementary studies, *Slums and Suburbs* (1961) and *The Comprehensive High School* (1967). Symbol: Conant.

Conant, formerly President of Harvard University and an eminent scholar, directed these studies of high schools under the auspices of the Carnegie Corporation. He and his staff visited a large number of high schools and consulted with many educators and citizens. The purpose of the study was to determine whether the high school was fulfilling its responsibility for "providing good and appropriate education, both academic and vocational, for all young people." The report contains 21 detailed and specific recommendations for the improvement of secondary schooling. The additional volumes deal with specific problems and issues the nation faces in providing secondary education.

2. J. Lloyd Trump and Dorsey Baynham, *Guide to Better Schools* (Chicago: Rand McNally & Co., 1961). (Many articles and other materials also were published.) Symbol: Trump Plan.

In 1956 the National Association of Secondary School Principals established the Commission on the Experimental Study of the Utilization of Staff in the Secondary School to search for solutions to the problem of "how to improve education despite an acute shortage of teachers" and for "further steps that might be taken to improve schools." Trump served as director of the Commission. It sponsored a large number of experiments in schools that sought solutions to these problems and after more than four years of work issued this guide on the implementation of a systematic plan for revising the instructional processes used in high schools. Popularly, the proposal was labeled as "The Trump Plan." Many high schools adopted the plan or major aspects of it in the ensuing years.

3. Panel on Youth of the President's Science Advisory Committee, *Youth: Transition to Adulthood* (Washington, D.C.: Government Printing Office, 1973). Symbil: Youth Panel.

The Science Advisory Committee appointed this Panel to study "the ways in which young people are brought into adulthood in the United States at this time in our history." The noted sociologist, James S. Coleman, chaired the group and the report is commonly labeled "The Coleman Report." He states that the Panel "asks both what attributes are necessary to become an adult, and what institutions can fill these needs. It cannot provide final answers, but it asks urgently that we get started with better answers than increased schooling has so far provided." The Panel was established by a federal agency and is a government report. Two-thirds of the report is an excellent detailed study of background factors.

4. National Commission on the Reform of Secondary Education, *The Reform of Secondary Education: A Report to the Public and the Profession* (1973), and Task Force '74, A National Task Force for High School Reform, *The Adolescent and Other Citizens and Their High Schools: A Report to the Public and the Profession* (1975) (New York: McGraw-Hill Book Co.). Symbol: Kettering Commissions.

The Charles F. Kettering Foundation after reviewing previous proposals and reports "decided that it was time (1972) for new reforms" and subsequently organized and sponsored a national Commission to re-examine the goals, programs, and directions of secondary education. The Commission, chaired by B. Frank Brown, was charged to "make a comprehensive examination of secondary education and to provide the American public with a clear, factual picture of their secondary schools, indicating where and how they can be altered to better serve the nation's young people."

Along with 32 specific recommendations, the Commission noted serious deficiencies in structural supports in the high schools for "citizen involvement, programs to educate for responsible citizenship, and the management of alternative schools and alternative programs." Hence the Foundation appointed a second group, Task Force '74, to study these three aspects of secondary schooling, and to prepare a report for the public and the profession.

5. National Association of Secondary School Principals, *The Mood of American Youth, 1974* (1974); *The 80s—Where Will the Schools Be?* (1974); Lois Bailey, investigator, *The 12th Grade: A Critical Year* (1975); and The Task Force on Secondary Schools in a Changing Society, *Secondary Schools in a Changing Society: This We Believe* (1975) (Reston, Virginia: The Association). Symbol: NASSP Reports.

The powerful and highly influential professional organization for secondary school administrators, NASSP, published these noteworthy reports and studies during a two-year span. They merit inclusion in an analysis of reform proposals because of the significance of the two sets of data in the first and third bulletins listed, and of the importance of the views of the persons directly responsible for planning, administering, and carrying out the programs through which youth receives its formal schooling.

6. The California Commission for the Reform of Intermediate and Secondary Education, *The RISE Report* (Sacramento, CA: California State Department of Education, 1975). Symbol: Rise Report. The State of California. Assembly Bill No. 65, adopted September 17, 1977. Symbol: California.

The California State Superintendent of Public Instruction, Wilson Riles, established this Commission in 1974 to "draft a framework for overhauling education in California's 1,600 intermediate and secondary schools." In carrying out this charge, he asked the group to "envision an educational system that could respond continually to changing needs in the next quarter century, identify the skills and competencies individuals will need to survive and function effectively in the next 25 years, chart ways to make schools more effective, more enjoyable, and more conducive to a continued interest in learning, identify the goals California's schools should be meeting now and through the year 2,000, and recommend immediate and long-range changes to bring about the desired results."

In the meantime, the California Supreme Court handed down the famous Serrano decision on August 30, 1971. It requires the State of California to equalize educational expenditures per pupil among the districts, and, a number of authorities maintain, to bring about a substantial equalization of the quality of education provided each student. In response to these mandates of the Court, the legislature enacted Assembly Bill No. 65 in September, 1977. This is such a far-reaching law, especially for secondary education in California, and quite likely in the nation, that it is included here as a plan for educational

reform. Detailed citations will not be made for it is a lengthy and involved law. Persons interested in reform movements should obtain a copy of the law and study it in its entirely, particularly Sections 43 and 46.

7. A Phi Delta Kappa Task Force, Maurice Gibbons, Chr. and author, *The New Secondary Education*, supplemented by the Walkabout materials. (Bloomington, Indiana, 1976 and continuing to date.) Symbol: Gibbons or Walkabout.

This Task Force was established in 1974 by Phi Delta Kappa, a national professional organization that has a long history of leadership in promoting education throughout the nation. The first task the group undertook was "to prepare a platform statement which might serve as a foundation for further work" and, hopefully, constitute "a guide for a major reform effort in secondary education throughout America."

Maurice Gibbons was selected to prepare the report in consultation with the other members of the Task Force. The Task Force also is sponsoring a program designated as "Walkabout" to carry on pilot projects among high schools for the improvement of secondary education.

8. National Panel on High Schools and Adolescent Education, *The Education of Adolescent: The Final Report and Recommendations of the National Panel* (Washington, D.C.: Government Printing Office, 1976). Symbol: National Panel.

This Panel, under the chairmanship of John Henry Martin, was appointed in 1972 by the U.S. Commissioner of Education. It is recognized as an official body of the federal government, and its report is a government publication. Obviously, the Panel does not and cannot speak officially for any agency of government.

The Panel "was specifically charged with the task of preparing an analytical report that would describe the current status of secondary education in the United States; identify and analyze the problems of adolescent education in American society today; ascertain the kinds of reform, renewal, and change needed, if any; and provide a description of the policy issues, and research and development programs that would make available needed knowledge and prospective."

I regard it as the most significant of all the reports on the reform of secondary education.

9. J. Lloyd Trump, *A School for Everyone* (Reston, Virginia: National Association of Secondary School Principals, 1977). Symbol: Trump Model.

For a period of eight years the National Association of Secondary School Principals sponsored a series of experimental programs in high schools under the designation of "Schools of Tomorrow." The plans were carried out under the umbrella of the Model School Project of NASSP. Trump, as in the earlier set of NASSP experimental projects, was the director.

This report brings together Trump's conclusions and recommendations on the whole subject of secondary school reform, based on almost a quarter of a century of experience in directing innovative and experimental programs of many kinds in secondary schools.

10. Harold G. Shane, *Curriculum Change Toward the 21st Century* (Washington, D.C.: National Education Association, September, 1977). Symbol: Shane.

This extensive report by Shane is the culmination of a Bicentennial project of the National Education Association. The NEA Bicentennial Committee determined that one of its activities would be to "develop a definitive volume to contain a reframing of the cardinal principles of education and recommendations for a global curriculum." Shane served as director of the project and prepared the report. A Pre-Planning Committee of 22 members worked with him in recasting the seven cardinal principles. As a part of this effort 46 members of an internationally selected panel and 95 youth were interviewed at length on their respective views about education and ways in which the original principles should be recast. The report deals principally with the curriculum, and is not a comprehensive presentation on reform, but is nevertheless a very important contribution to the movement.

Section 4

The Listed Criticisms, Deficiencies, and Shortcomings of Secondary Education in this Country

If one wants to reform something—a person, an institution, a system, an agency—the reformist must be dissatisfied with the present status of the intended reformee. The first step in this analysis, then, is to list these charges against the present program of secondary schooling in this country. In the format to be used I will list what I consider to be the major categories of criticisms gleaned from the publications and provide the references that will cite the sources of these charges.

My analysis may omit some specific items that seem to be relatively unimportant, and in organizing this material into categories I may be slightly misrepresenting a particular statement made by an author. But I tried my best to be fair and straightforward in presenting a summary truly representative of the 10 sets of reports. I did not infer or surmise; I only took overt statements as a basis for citation. Quotation marks are not shown even though some phrases are used intact from a report. Moreover, a major proposal *for* reform implies a criticism of existing conditions. But in this section I list only overt criticisms and statements of deficiencies. In presenting the proposals for reform in the next section, the reader can easily infer deficiencies implied.

A. Structure, Organization, and Administrative Arrangements

1. Self-centered institution. The high school has evolved into a self-perpetuating, bureaucratic institution that exists separate from the individuals for whom it was created, and by whom it is supported. The schools have made little effort to involve staff, students, and citizens in determining the educational program of a community. No major changes in the high school will occur until the students and the citizens of the community, as essential forces in all educational planning, are fully involved in the whole planning and decision-making process, and in the entire program of providing and carrying on educative activities in school, home, and community.

Kettering Commissions: (1973) p. 9; (1975) pp. 3-11, 17-20
National Panel: p. 3
Conant: (1961) pp. 69-71
Gibbons: pp. 47-49, 136-139
Trump Model: pp. 95-97

2. Nature of reform efforts. Major efforts to improve secondary education in recent years have largely been directed at organization, internal administration, and administrative arrangements with the serious neglect, on one hand, of programs, needs of students as individuals, and the basic goals of the schools, and, on the other, of the basic structural pattern of the programs of education and, especially, of the schools themselves. Improvement has been attempted by refinement, not by redefinition or re-examination of the school's functions and programs. The schools themselves are seriously limited as instruments to inaugurate and manage their own reform. Establishing base lines against which to measure change is seldom undertaken.

National Panel: pp. viii, 3-4, 8
Trump Plan: pp. 4-5
Gibbons: pp. 70-72

3. Comprehensive high school concept. The comprehensive high school as conceived and developed in recent decades has failed to fulfill its promise or to serve adequately and properly American youth and the American nation. Bigness becomes a prime consideration in developing truly comprehensive high schools. Yet the great heterogeneity of adolescence still results in serious problems in such high schools of providing meaningful education for all. Moreover, our large high schools do not provide optimal settings for improving intergroup and interpersonal relations. Often large consolidated high schools have an inadequate curriculum or means for recognizing individual needs or personal traits.

National Panel: pp. 4, 5, 8, 23-31, 50-51
Youth Panel: pp. 79-84, 151-156
Kettering Commissions: (1973) pp. 98-100
Walkabout: (Introduction) No. 11
For strong support of the concept and program of the comprehensive high school, however, see Conant: (1959) and (1967).

4. Isolation of youth. The practice of locating youth education in one central institution, prolonging the time devoted to schooling, and more-or-less isolating youth in this setting from meaningful contact with adults and the community at large, except for parents and teachers, has seriously delayed youth's entrance and adaptation to the adult world. The schools, inadvertently, have become social "aging vats," thus increasing the difficult social process of making the transition from adolescence to adulthood.

National Panel: pp. 4-5, 47-52
Youth Panel: pp. xiii, xv-xvi, 1-7, 9-10, 28-29,

40-41, 67, 81-84, 127-135
Gibbons: pp. 60-61
Walkabout: (Introduction)

5. Earlier maturation. The schools have failed to take account of the earlier maturation, physically, emotionally, and socially of youth today in their organizational and administrative arrangements. Maturing young adults are too often treated and taught as though they were still children.

National Panel: pp. v, 5, 2-31
Kettering Commissions: (1973) p. 41
Rise Report: pp. x-xi
Walkabout: (Introduction) No. 6

6. Small high schools. Many high schools are too small to offer satisfactory education for their students, particularly the more able.

Conant:(1959) pp. 37-38, 77-80; (1961) p. 6

7. Inner city high schools. High schools in large cities are on the verge of collapse; we are allowing social dynamite to accumulate in our large cities.

Conant: (1961) pp. 2, 18-23
Kettering Commissions: (1973) p. 8

8. Staff. Schools should not be forced to retain educators on the staff whose performance, knowledge, or adaptability are obstacles to meeting the needs of learners. Existing dismissal procedures are too cumbersome and prolonged to permit school districts to dismiss educators who do not measure up to the competencies needed in today's schools.

Rise Report: p. 20

9. Finances. School finances should not hinder the development of programs that emphasize a broad range of options for learners and teachers. Needed reforms cannot be made unless a specific and separate program of financial support is available to develop leadership and restructure existing programs. Secondary education has not received the attention and study or the lavish outpouring of federal funds accorded elementary and higher education; little effort has been devoted to better articulation and coordination of secondary education with the changes that have taken place at the other two levels.

Rise Report: p. 26
National Panel: p. vii

B. Role of the High School and Its Goals and Purposes

10. Academic program. The high school has adhered rather rigidly to its historic function of providing a basic academic program, in spite of the great diversity of the student population today and of their educational needs. It remains essentially the academic institution that emerged early in this century, serving primarily the objectives of self-management. Most policy statements about education are obsolete; education, taken as a whole, is not adequate for the times, and too seldom anticipates the future.

National Panel: pp. 1-2
Youth Panel: pp. 3-5, 140-143, 146
Walkabout: (Introduction) No. 4
Shane: Inside front cover

11. Society's demands. Excessive, almost exclusive, reliance on the high school as an instrument for educating youth and preparing them for adulthood has greatly overburdened the institution. Society makes ever greater demands of the high school, assigning it a major but impossible role in correcting social ills of all sorts. Failure to plan multiple programs for educating youth utilizing other agencies and media leaves the school with more responsibilities than it can discharge. This concept of the school as the primary, if not sole, vehicle for educating youth usually reduces programs for reform to mere intramural exercises within the school itself.

National Panel: pp. v, viii, 8
Kettering Commissions: (1973) pp. 9-10

12. Exclusiveness. The educational role of the family, church, media, and many other social institutions and community and governmental agencies has not been adequately recognized by the schools, nor have those agencies been accepted as coordinate vehicles for the education of youth. The school alone cannot claim nor accept responsibility for academic, social, or economic success of the citizens; neither can it be blamed for the continuing inequitableness in such successes among its graduates and former students.

National Panel: pp. v, 7, 47-52
Kettering Commissions: (1973) 73-83
NASSP Reports: (Beliefs) pp. 16-19
Shane: p. 42

13. Unadaptiveness. Although societal conditions, especially those growing out of technological advancements, have changed greatly over recent decades and brought about significant changes in life styles, family arrangements, and human relationships, the high schools have largely remained static, both as to programs and structural organization. World conditions in which the youth will live in the future will present new problems and new conditions that schools must take into account.

National Panel: pp. vii, 63-75
Shane: pp. 14-34

14. Effectiveness. As presently organized and operated, the secondary school cannot demonstrate that it educates youth to an extent that is predictably better than other possible systems. The high school is not adequate as a pervasive environment to serve all of the objectives of youth education within its institutional structure.

Youth Panel: pp. xv-xvi
Gibbons: pp. 46-47

15. Rigidity. The high schools lack creativity, emphasize conformity and obedience to rules, and are intellectually dull and joyless.

National Panel: p. 3

16. Unconcern. Grossly inadequate effort has been devoted to the study of major problems and issues confronting secondary schools today: the drug problem, racial unrest and conflict, absenteeism, vandalism, violence, inadequate preparation for a career, including continued education at a postsecondary institution.

National Panel: p. vii

17. Decision-making skills. Secondary schools do not, and have not tried to, equip their students with the skills to cope with, influence, or participate in the decision-making processes of our society. Student government is particularly ineffective in this matter.

National Panel: pp. 68-69

C. Curriculum, Programs, and Learning Opportunities

18. Narrow program. The curriculum lacks diversity; there is too much uniformity of content and course orientation; opportunities for meaningful and significant learning in classrooms are much too limited. Many students drop out because of inadequate curriculum offerings and restrictive policies about requirements, and the like. Requiring all students to learn content and develop skills that many do not need leads to frustration and failure. Vested interests, tradition and subject matter specialists have largely shaped the present curriculum.

NASSP Reports: (Bailey) pp. 13-17
Trump Model: pp. 81-83

19. Education for citizenship. The program for citizenship education, one of the oldest purposes of the secondary school, has fallen far short of fulfilling this function. The deficiencies lie in the failure to close the gap between classroom study of traditional subjects and active participation in the duties and activities of responsible citizenship. Instruction and programs too often fail seriously to orient citizenship education to the nature and structure of political and social institutions as they operate today in a very complex society.

National Panel: pp. 6, 63-75
Kettering Commissions: (1973) p. 43

20. Vocational education. The program of vocational education has failed seriously to achieve the expectations and purposes such courses and activities should serve. Most programs are inconsequential or worse. Vocational shop courses in both comprehensive and vocational high schools fail to fulfill basic purposes. Graduates tend not to be employed in the field of their training, their earnings do not exceed those of other students, the equipment, materials, and skills taught often are out-of-date, and the programs are not effectively geared to job needs or direct placement. Little account is taken of the part-time jobs and experience gained by students while in school. The career education program of the U.S. Office of Education is highly theoretical and impractical.

National Panel: pp. 6-7, 112-120
Kettering Commissions: (1973) pp. 49-55
Shane: pp. 48-49

21. Family life education. Education for parenthood and familial roles is still centered too largely on concepts and social conditions that characterized the traditional patriarchal family structure of history. The program fails to take account adequately of the significant changes that have taken place in the past several decades in the nature, structure, and roles of the family and of its members' relations to each other.

National Panel: pp. 42-45

22. Fine arts. The arts in most high schools are relegated to peripheral status, a non-utilitarian area of study of little real significance to most students. What is offered in the arts on an elective basis lacks opportunities for students to be creative, imaginative, subjective, or reflective in terms of one's own experience and feelings.

National Panel: pp. 78-83

23. Media. The schools have lagged seriously in developing programs that take full account of the tremendous impact of the mass media on people today, especially youth. What is being done with media as an area of study or as a vehicle for instruction fails to come to grips with the basic problems of the content and effects of media on the thinking, attitudes, and behavior of people.

National Panel: pp. 95-109

Kettering Commissions: (1973) pp. 84-96
Gibbons: pp. 65-66
NASSP Reports: (Beliefs) pp. 27-28

24. International education. Very little is being done to educate young people to cope with significant global issues and developments. International education as it is now taught in schools is an elitist subject. Few students in inner city schools and non-college bound in other schools are even given an introduction to such problems, issues, and concepts of international interdependency.

Kettering Commissions: (1973) pp. 62-70

25. Moral and value education. The high school has neglected the social learning and value education aspects of a complete program of schooling.

Gibbons: pp. 58-60

26. Biases. Bias in textbooks and in school practices in general is rampant. Discrimination against females, minorities, and blue-collar workers is omnipresent in textbooks and instructional materials. Guidance and counseling often are characterized by serious bias against these groups of students.

Kettering Commissions: (1973) pp. 46-48

D. Instruction

27. Schedule and structural organization. The instructional plan is geared to a lock-step schedule and rigid control over student activities and study. Instruction is tailored to fit a time pattern and requirements for "orderly" administration. These highly structured, lock-step modes of curricular and instructional organization militate against the personalization of schooling. Individual needs, personal capabilities, motivational drives, learning styles and rates, and existing levels of attainments and educational development are often disregarded completely or, at best, grossly neglected.

Trump Plan: pp. 5-6, 10-11
Rise Report: pp. 5-6
Gibbons: pp. 50-51
Trump Model: 15-27, 129-139

28. Modes of instruction. Often, instruction, especially for the twelfth graders, is unchallenging, boring, irrelevant, and perhaps useless; underachievement is a critical matter in such situations. Traditional methods of instruction militate against the development of effective discussion, inquiry, probing, and independent modes of study and investigation.

Trump Plan: pp. 5-7
NASSP Reports: (Bailey) preface, pp.1-2, 9-10; (Mood Study) 11, 13, 15
Rise Report: p. xii
Gibbons: pp. 56-58
Walkabout: (Introduction) No. 14

29. Wastefulness. The school is a low-intensity educational agency—much time is wasted, too little being spent on active learning. Teachers traditionally spend too much time in routine and clerical activities and too little in fulfilling their function as "teacher." *Note:* And I am greatly disturbed about the excessive diversion of time and facilities for greatly expanded competitive sports and athletic programs that include teams of both sexes and at several levels of varsity, reserve, junior high, etc. of skill.

Gibbons: pp. 51-53

30. Teacher assignments. The competencies of teachers are not recognized adequately nor are provisions made for utilizing their respective special talents or areas of specialization.

Trump Plan: pp. 8-9
Trump Model: pp. 20-22, 52-59

E. Achievement, Standards, and Evaluation

31. Student attainments. Present methods of appraising and reporting pupil progress and achievements are inadequate, and often have tragic consequences. Practices in certifying the results of schooling, credentialing, and evaluating competencies of students fail to take account of the education that takes place outside the school or to define more accurately what the present status of a student may be in terms of the desired outcomes of schooling.

National Panel: pp. 123-134
Trump Model: pp. 162-165

32. Test scores. Test results show that academic accomplishments, as measured by these particular tests, have declined seriously in the high schools, especially those serving the inner city population.

Kettering Commissions: (1973) p. 8
Rise Report: p. xii

33. Evaluation of the school's program. The criteria, processes, and procedures for evaluating high schools by the State Department of Education and other accrediting agencies are indefensible, inadequate, and misdirected.

Trump Model: pp. 172-176

F. Relating to Students

34. Compulsory attendance. Compulsory attendance laws are the dead hand on the high schools;

the nation does not need laws that force adolescents to go to school; society must not require the high school to be the institution that keeps adolescents off the streets for 6-7 hours a day, whether they want to be in school or not.

Kettering Commissions: (1973) pp. 133-137
Gibbons: pp. 19-40 (an extensive and excellent treatment of the matter)

35. Dropout and absenteeism. A large portion of youth, particularly male, in the low income and slum areas, have dropped out of school, and of those nominally enrolled absenteeism is high. Moreover, absenteeism has been increasing in high schools serving higher income sections of the cities and suburbs.

Conant: (1961) pp. 2, 33-39
Kettering Commissions: (1973) pp. 5-6, 8-9
Trump Model: pp. 31-32, 42-45
Rise Report: p. xi-xii

36. Violence. Crime, violence, and vandalism of various degrees of seriousness prevail in high schools throughout the nation. These types of behavior are most evident in large, inner-city high schools, but they occur much too frequently in most high and junior high schools today.

Kettering Commissions: (1973) pp. 9, 115-125
Rise Report: p. xi
Walkabout: (Introduction) No. 2

37. Counseling. The guidance and counseling programs in many high schools are understaffed, inept, wrongly oriented, or misdirected. Most students spend little time with counselors.

NASSP Reports: (Bailey) pp. 11-13; (Mood Study) p. 18; (Beliefs) pp. 45-47

38. Career plans. Many high school graduates, especially from suburban high schools and those serving higher income populations, elect a highly academic program and then enroll in college or university although they might be better served educationally if they elected a more practical or broader curriculum and/or enrolled in community colleges or technical institutes.

Conant: (1961) pp. 96-109; (1959) 92-95
Walkabout: (Introduction) No. 13

39. Sex bias. Sex stereotyping and sexism dominate school practice, especially in curriculum choices, class assignments, team sports, vocational education, and single-sex activities.

Kettering Commissions: (1973) pp. 146-160

40. Age segregation. The practice of segregation by age in schools deprives youth of effective and meaningful contact with adults on one hand, yet, on the other, denies them continuing, meaningful contacts and learning experiences with children or even with young people of varying ages. Thus, a special "youth culture" has developed that insulates and isolates youth today from the real world.

Youth Panel: pp. 127-135

Section 5

Significant Proposals Listed in the Reports on the Reform of Secondary Schools

Considerable variation exists in the nature, comprehensiveness, scope, and details of treatment among the 10 sets of reports. Some contain many minor recommendations for changes in current practices, with little attention being given to the high school as a major social institution; others offer a broad sweep, calling for significant changes in present policies and, particularly, administrative organization and structure, but spell out few details or even plans for carrying out these flowery exhortations for change. And some offer practical plans and recommendations for important changes in program and curriculum within the existing structure of secondary schooling that could be readily adopted by a local school system. I have endeavored to summarize the most important of the proposals for major changes; it is not feasible here to list the details or petty suggestions offered throughout most reports. I hope the summary provides a valid insight and sense of the directions these groups or individuals believe secondary education should take.

A. Structure, Organization, and Administrative Arrangements

1. Decentralization of education. Secondary education must be decentralized to a much greater degree, using new educational settings and broader approaches to education and involving the family and the community in general in the whole educative process. Complementary arrangements and linkages among all pertinent agencies and institutions are necessary. Educational programs should involve the joint participation of youth and adults in school-community pedagogical programs. Action

learning is an essential part of the program of schooling. However, the high school would continue to constitute society's only universal institution for providing education for intellectual and academic development.

National Panel: pp. 4-6, 7-9, 10-11, 13-14, 47-61
Youth Panel: pp. 157-166
Kettering Commissions: (1973) pp. 73-83
NASSP Reports: (Beliefs) pp. 16-19; (Bailey) pp. 24-27; (The 80s) many of the Principal's statements
Gibbons: pp. 100-127, 135-173; Walkabout Materials
Rise Report: pp. 11, 28-30
Trump Model: pp. 229-237; 249-252
Shane: p. 64 premise No. 15, 112-127

2. Alternative arrangements. In its organizational patterns, administrative structures, and programs the high school must be much more flexible and adaptable in serving the needs of learners. Alternative arrangements of various kinds should be planned, tested, and used as feasible. These include alternatives within the present secondary school structure in schedules, attendance, time arrangements, and credential systems, but also alternative types of schools themselves and of other methods for providing schooling. Various alternatives for completing a secondary level of schooling must be developed, approved by authorities concerned, and become a part of a total community-wide program of education.

Youth Panel: pp. 151-175
Kettering Commissions: (1973) pp. 97-111; (1975) pp. 65-108
Conant: (1961) pp. 69-71, 73-78
Trump Model: pp. 95-108
National Panel: pp. 1-6, 39-40
Shane: pp. 105-109

3. Comprehensive high school. The *comprehensive* high school, as defined and organized in recent decades, must be replaced with more practical and effective means of providing a comprehensive *education* for all youth. For the high school itself, which must remain the primary institution for self-development (cognitive skills, knowledge, and self-management), genuine specialization among high schools, including but not limited to academic specialties, must occur, and with this arrangement free choice by youth among such high schools. In general, high schools should probably be limited in size to 500-1,000 students.

National Panel: pp. 8, 10, 23-31
Youth Panel: pp. 152-156
Contrary point of view, Conant: (1959) pp. 11-20; (1967) pp. 1-4

4. Continuum of learning opportunities. Learning is a lifelong process and ample provisions for a seamless continuum of learning opportunities must be provided all citizens. Movement of high school students into community colleges should be facilitated and encouraged. These institutions should be free of tuition to all citizens. Shane presents an extended treatment with models of the continuum concept.

Kettering Commissions: (1973) pp. 128, 136-139; (1975) 65, 67-69
Shane: pp. 62-63 premises Nos. 11, 12, 99-110

5. Grouping for learning. Ability, motivation, and readiness, rather than certificates or diplomas should serve as a learner's prime credentials. Hence, sharply delineated segments of the school's total program, such as K6-6, K5-3-4, and the like, should be greatly modified to permit individualization and a challenging program of coordinated, continuous learning.

Shane: pp. 63-64 premise No. 14

6. Part-time schools. Small, flexible, short-term, part-time schools should be established and made available to all who are qualified and interested in such programs. Informal activities of a serious educational nature, seminars, tutorials, and the like are examples of such approach to school-community schooling.

National Panel: p. 12

7. Reforming schools and planning programs. Participation by adults, parents, and students with the school staff and board of education is essential in bringing about needed reform. Communities as a whole, that is, all interested persons, should participate fully in the formulation of goals for the schools and in a continuing effort to refine and adapt them to new conditions in society. Furthermore, community groups, widely representative of the citizens, should participate actively in forming policies, making decisions, and governing the schools. Each individual school should have its own local school board, acting in conjunction with the district board.

In California, Assembly Bill No. 65, 1977 provides that a school district may receive state appropriated funds for planning and carrying out a school improvement program if it conforms to a number of provisions specified in the law. Among these is the requirement that a school site council be established to determine whether a school improvement program should be initiated; if such action is approved then a school site council has the responsibility of preparing such plans and ongoing responsibility to assess and review the program peri-

odically as it is carried into operation by the school. The law spells out in considerable detail the makeup and duties of the site council and of the various provisions to be taken into account in preparing an improvement plan.

National Panel: pp. 15-16
Kettering Commissions: (1973) pp. 25, 35-36; (1975) 3-31
NASSP Reports: (Beliefs) pp. 8-10
Gibbons: pp. 68-72, 129-133, 135-173
Rise Report: p. 21
California: Section 46
Shane: pp. 71-77, 78 item No. 2

8. Tryout arrangements. Proposals for major reform should first be subjected to rigorous testing in small-scale adaptations, with careful monitoring and ruthless evaluation. The federal government should carry on research and provide local agencies with technical support in planning and carrying on programs of change, and money should be made available to support such activities.

National Panel: pp. 15-19
Youth Panel: pp. 149-151, 173-175

9. School staffs. School staffs should be competent to relate to the diverse backgrounds and individual learning needs of students. They should be able to provide the personalized schooling so essential for all youth. Differentiated staffing is highly desirable. Instructional teams should be used; these should include non-certificated, but qualified, persons who can make a significant contribution to the work of the team. A supervisory-management team concept at the administrative level is recommended by Trump. Staff development activities should be carried on by the school; evaluation and dismissal procedures should be simplified and improved.

Rise Report: pp. 19-21, 24
Trump Model: pp. 20-22, 47-60, 61-77, 256-259

10. Teacher training. Teacher training institutions should certify that their candidates meet desirable standards of professional competency and personal qualities.

Rise Report: pp. 22-23

11. Collective bargaining. Collective bargaining between the school board and school staff members should be limited to areas of teacher welfare, inasmuch as policy decisions on other matters should emerge from community participation in the process.

Kettering Commissions: (1975) pp. 35-42

12. Security. Security plans for safeguarding students and staff within the school should be developed and installed.

Kettering Commissions: (1973) pp. 115-125

13. Finances. Schools should be assured of predictable funding at a level that will provide quality programs of schooling. The new California law provides greatly increased state funds for various school purposes, including a large appropriation for planning and carrying out a school improvement program.

Rise Report: pp. 27-28
California: Assembly Bill No. 65

B. Role of the High School, and its Goals and Purposes

14. The primary institution for education. The American high school both as an institution and social concept must remain as the keystone of the educational system. It has served America well but changing times and different social and economic conditions require orderly reforms. But it should remain true to its essential heritage in serving its basic functions in providing a secondary level of schooling.

National Panel: pp. 1-2
Also stated or implied in other reports, but particularly in Conant, Gibbons, the Rise and California reports, Trump's model and Shane.

15. Definition of goals. Goals and objectives must be defined as a basis for delineating and carrying out any reforms. Today, the transition to adulthood involves many environments; the objectives for education must be much broader than those of the traditional school. The Youth Panel defines two classes of goals: self-centered objectives (the traditional purposes of the school) and objectives relating to responsibilities affecting other persons. The Kettering Commissions also propose two classes of goals: content goals and personal goals. Gibbons states his concepts of goals, and the Rise Report lists 10 goals. Shane lists some desired outcomes with respect to attitudes and values.

Youth Panel: pp. xv-xvi
Kettering Commissions: (1973) pp. 11-12, 32-36
NASSP Reports: (Beliefs) pp. 5-11
Gibbons: pp. 91-100; Walkabout materials
Rise Report: pp. 1-2
Shane: pp. 96-99

16. Cardinal Premises. In the project which Harold Shane directed for the NEA, 28 "Cardinal Premises for 21st Century Education" are stated.

This constitutes an effort of Shane and his panel to reinterpret the Seven Cardinal Principles of the 1918 Commission, and to expand them to recast secondary education for the present era. These premises serve both as statements of goals and functions of the secondary school and as guidelines for the reform and future development of secondary education. The reader may wish to study the list; some will be cited individually in appropriate sections of this report, but not all will be identified in that manner.

Shane: pp. 56-70

17. Responsibilities of the school. Schools should provide youth coping skills for facing a world that is often harsh and sometimes frightening, should be warmly humane because teachers care, and should encourage students to communicate inner feelings without fear of ridicule or reprisal.

Shane: pp. 68-69, and Appendix B

18. Scope of education. Young persons need both activities directed toward self-development and useful activities directed toward the outside on which others depend. In the past, these two types of educative activities have been largely segregated—schools for the first, the adult world of work and of community life for the second. Alternatives that provide a better environment for both types of activities, including continuing education, recurrent education, and learning at work, should be coordinate parts of the total program of education for transition to adulthood. New organizational arrangements outside the school for providing these nonacademic experiences and activities essential in the movement to adulthood need to be developed and used.

Youth Panel: pp. 137, 143, 146-150
Walkabout Materials
Shane: pp. 112-127

C. Curriculum, Programs, and Learning Opportunities

19. Career education. Career education programs should be cooperative, comprehensive, ongoing endeavors involving the school, parents, individual citizens, and community agencies. Career education advisory councils should be established. A community career center should be organized as a vehicle for planning, organizing, and carrying on much of the program in school and community. Extensive work experience opportunities and cooperative work-study programs should be available for those students interested in career preparation. Suitable job placement must be a part of the school's career education program.

National Panel: pp. 11, 112-120
Youth Panel: pp. 147-148, 157-163, 166-168, 171-173
Conant: (1959) pp. 51-55; (1961) 33-53
Kettering Commissions: (1973) pp. 49-60; (1975) 77-89
NASSP Reports: (Beliefs) pp. 21-24; (Bailey) 27-31
Rise Report: p. 17
Shane: pp. 49, 64 and 66, premises No. 16 and 22

20. The arts. For educational programs in the arts, a community art center should be established that would be associated with the school and be an integral part of the high school arts program. Community arts councils should be active participants in the programs. All students should be involved in aesthetic experiences.

National Panel: pp. 10-11, 78-92
Rise Report: p. 18

21. Citizenship education. As a part of the program of education for citizenship, in addition to the formal courses and activities in school, youth should be involved in government—in all appropriate agencies within the community. Conant recommends that a twelfth-grade course on American problems and government should be required. Social concepts and human values should be emphasized throughout the program. Moral education and value clarification are inevitably aspects of the school's program.

National Panel: pp. 11-12, 30-31, 47-75
Youth Panel: pp. 163-166
Conant: (1959) pp. 75-76
Kettering Commissions: (1975) pp. 90-108
Rise Report: pp. 15-16
Shane: pp. 49-52, 120-127

22. Parenthood education. Programs in parenthood education and in the fulfillment of familial roles are essential. Such programs should be for both male and female students. Community councils and cooperative programs in home and in community agencies are important aspects of such a program.

National Panel: pp. 42-45

23. Education in media. The schools should provide programs that enable students to understand the media in today's world—how they do what they do and the pervasiveness and subtility of this social phenomenon. Instruction in the content and processes of media and their possibilities should be offered. Students might be given opportunities to

work and study with local media agencies. Extensive research should be conducted on the impact of television on youth and its effects on schooling. More effective use should be made of television in the school.

National Panel: pp. 95-109
Kettering Commissions: (1973) pp. 84-95
NASSP Reports: (Bailey) pp. 27-28
Gibbons: pp. 65-66

24. International education. All secondary students should receive a basic global education. It should emphasize international literacy, understanding and acceptance of cultural pluralism, cultures and standards of living of the peoples of the world, interdependency of all peoples for survival, and social justice throughout the world community. The foreign language program should offer a third or fourth year in the same language.

Conant: (1959) pp. 69-73
Kettering Commissions: (1973) pp. 62-70
NASSP Reports: (Beliefs) p. 21
Shane: pp. 59-60, 67 premises Nos. 1, 2, and 26

25. Futures education. The curriculum should provide opportunities for students to study alternative futures, tomorrow's possible worlds, threats to the biosphere, need for balance between humans and their environments, and a grasp of planetary cultures, and, in general, to prepare to live in the world of the future and to make appropriate choices for what that world should be.

Shane: pp. 66-68, premises Nos. 24, 25, 26 and 27

26. Mini courses. Greater diversity in offerings of the high school may be achieved through the use of mini courses. Carefully formulated goals should be established for each course so that a systematic study of an area may be undertaken.

NASSP Reports: (Bailey) pp. 21-24

27. Areas of the curriculum. Trump states that the school curriculum must include programs in the eight areas of human knowledge: English, fine arts, health-fitness and recreation, mathematics, other cultures and their languages, practical arts, science, and social studies. All students should acquire the knowledge and understanding essential for all adults in each area. Beyond that the student should pursue study in any area in which he/she has an interest or as a hobby; furthermore he/she should acquire in depth the knowledge and skills necessary for the pursuit of a chosen career. Shane, drawing on B. O. Smith's taxonomy, lists these nine realms of knowledge as the basis for curriculum planning: arts, basic sciences, sciences of the past, welfare sciences, regulative sciences, dissemination sciences, symbolic sciences, methodological sciences, and integrative sciences.

Trump Model: pp. 84-94, 99-100, 252
Shane: p. 99

D. Instruction

28. Personalized instruction. Instruction, within the framework of a flexible school organization and structure, a diversified curriculum in the school itself, and acceptable alternatives for carrying on schooling, must also be personalized, taking account of individual differences and needs within a unit of group or individual instruction. The school should provide a variety of options in terms of learning styles, programs, location of learning activities (school facilities, community agencies, and the like), and time schedules (part-time, evening, partial days, etc.). Within the high school Conant strongly recommends ability grouping.

NASSP Reports: (Beliefs) pp. 29-31
Rise Report: pp. 5-7, 9-12
Conant: (1959) pp. 46-47, 49-50, 55-56, 62-63, 65-66, 67-68; (1961) 63-66
Trump Model: pp. 15-27, 129-139
Shane: pp. 61, 62, 65, 66 premises Nos. 8, 9, 19, and 23; pp. 94-95
All the reports that propose alternative modes of schooling state or imply this plea for reform.

29. Socialization. The school should be so organized and managed that the many socializing forces of the school bear directly on learning; this may be achieved through more open organizational patterns that enable youth to share experiences with peers and adults. Social experiences of many kinds should be utilized more extensively and effectively. Providing students much greater opportunities for designing, implementing and managing their own learning experiences contributes to the transition to adulthood.

Gibbons: pp. 56-65, 100-127
Walkabout: Materials illustrate many such opportunities.

30. Coordinated school-community program. Gibbons presents a lengthy description of a hypothetical community school program that exemplifies many of the concepts of openness and community-wide participation in the education of youth, also recommended so strongly by the National Panel and the Youth Panel.

Gibbons: pp. 75-90
Walkabout: Materials for schools

31. Motivation. The motivation of students is a primary challenge to teachers and the school as a social environment. Various methods and procedures, including presentations by audiovisual means, parents, citizens generally, and students themselves, and teacher-pupil planning should be used.

Trump Model: pp. 109-128, 252-254

32. Essential skills. Learners should develop proficiency in a number of essential skills. Instruction should also emphasize the development of human values and competency in decision-making processes.

Trump Model: pp. 84-89
Rise Report: pp. 13-18
Shane: pp. 65, 66 premises Nos. 18, 20, 33.

33. Required courses. Conant makes a number of specific recommendations about the curriculum and instructional program. Included are specifications of nine units of course work for all students and 18 units for the academically talented.

Conant: (1959) pp. 47-48, 50-51, 55-63, 65-66, 67-68, 69-76

34. The Trump Plan. In the late 1950s and 1960s some high schools adopted the "Trump Plan," which used short time modules in scheduling classes, large group, small group, and independent study arrangements for instructional purposes, and team teaching as a staff utilization plan.

Trump Plan: Entire book

35. Effective use of time. Instruction should be more intense, eliminating the many non-learning uses of school time. Absenteeism must also be reduced if the school is to educate all youth adequately.

Gibbons: pp. 51-53

E. Achievement, Standards, and Evaluation

36. Comprehensive evaluation. Careful and comprehensive evaluation of the many aspects of the school's program of education is essential. The evaluation and certification of community experiences and activities so strongly recommended by most reports will be especially difficult. The statement of performance competencies expected is a necessary first step in evaluation, yet their definition is a very difficult task. A baseline performance standard for an activity should be established, and a particular student's performance be evaluated in terms of this base. Every learner should be required to achieve specified learning outcomes in all instructional programs. Establishment of local school councils on evaluation, composed of representatives of all concerned parties, is highly desirable. Minimum levels of performance, especially in the skills of reading, writing, and computation, should be determined by the state.

National Panel: pp. 74-75, 123-134
Kettering Commissions: (1973) pp. 60, 75-83
NASSP Reports: (Beliefs) pp. 39-44
Gibbons: pp. 110-115
Rise Report: pp. 9, 15
Trump Model: pp. 162-173, 254-255

37. Evaluation of the school itself. Six kinds of evaluation of a school's program should be made. Various kinds of data should be collected locally, and visiting teams of specialists should be used on occasion. The state should assume responsibility for establishing a statewide system of periodic evaluation. Shane lists 10 comprehensive criteria, based on his 28 premises, for evaluating a school's program.

Rise Report: p. 29
Trump Model: pp. 174-191, 255
Shane: pp. 87-89

38. Individual evaluation. Testing and measurement of content skills should be evaluated on an individual basis.

Shane: p. 66, premise No. 23

39. High school diploma. A high school diploma is an essential aspect of the whole program of schooling. It should certify distinctive accomplishments that have meaning and significance for graduates and citizens generally. Graduation should acknowledge a student's accomplishments. Conant recommended that an academic inventory of the courses studied be provided each student, and each high school should make an annual survey of its graduates to analyze course selections on the basis of his proposed academic requirements.

NASSP Reports: (Beliefs) pp. 39-44
Conant: (1959) pp. 50, 63-64; (1961) pp. 94-96
Gibbons: pp. 128-192

F. Relating to Students

40. Flexibility in administrative arrangements. The high school needs to take account of the fact that young people are maturing earlier in many ways; they no longer can be treated as "children" with the school serving in *loco parentis*. This means elimination of many of the rigid rules, regulations, lock-step procedures and controls that have characterized high school procedures in the past.

National Panel: pp. 29-30, 58-59

41. Individuality. Throughout the entire formal program of schooling the institution and cooperating community agencies must take full account of the great range and diversity among individuals in all aspects of human development and personal characteristics. The 1977 California law spells out in great detail the provisions to be made for educationally disadvantaged youth.

National Panel: pp. 34-40
California: Assembly Bill No. 65, Section 56.5
Rise Report: pp. 6-8

42. Compulsory attendance. The reports that consider the matter differ greatly on the issue of compulsory attendance. Some strongly recommend continuation of the laws much as they are, but some recommend changes in the time spent in school on the traditional academic program, thus allowing more time for participation in community programs and non-academic activities of various kinds. But other reports emphatically recommend lowering the age for compulsory attendance to 14.

In support of present situation:
National Panel: pp. 5, 7, 13, 30
Youth Panel: pp. 156-157
NASSP Reports: (Beliefs) pp. 33-37
For change:
Kettering Commissions: (1973) pp. 127-128, 133-137
Gibbons has an excellent analysis of this matter: pp. 19-44

43. Guidance and counseling services. Guidance and pupil personnel services must be reorganized to provide a greatly expanded and better service. Parents, school staffs, and community agencies should be fully involved in the program. A community guidance center should be established. It would be an independent agency designed to evaluate outcomes from the multifold aspects of school and of school-community cooperative programs, serve colleges, universities, and employers in evaluating students and graduates, and provide general direction for the community-based aspects of the cooperative program of school.

National Panel: pp. 14-15, 59-60
Conant: (1959) pp. 44-46
NASSP Reports: (Beliefs) pp. 45-47
Rise Report: pp. 19-20, 22
Trump Model: pp. 31-46

44. Students' rights and obligations. Students' rights and obligations should be formally stated and fully accepted by all concerned. Full recognition should be taken of court decisions on due process, equality, authority of the school staff and the board of education, and the like.

Kettering Commissions: (1973) pp. 126-160; (1975) 45-62

45. Fourteen years of schooling. The federal and state governments should enact legislation that entitles each citizen to 14 years of tuition-free education beyond kindergarten, only eight of which should be compulsory. The remaining six years should be available for use by anyone throughout his or her lifetime.

Kettering Commissions: (1973) pp. 128, 135-137

Section 6

Commentary on Issues and Proposals

The reader will, of course, react vigorously to the criticism of secondary education made by the commissions, committees, panels, or individuals and to the proposals for the reform of the schools. The author wishes, also, to comment on a few selected issues, problems, and proposals.

A. The Role and Functions of the High School

In the first section of this study I listed the functions of a secondary school. But it must be emphatically stated at this point that the primary, fundamental function is to transmit the culture of the nation to the young. This means the knowledge, the understanding, the concepts and the principles that enable one to live effectively in the society as it now exists, to adapt to and help to guide whatever changes and developments in the future may be desirable, and to live a satisfying life as an individual in the social group in whatever role the person undertakes. Although the school makes significant contribution to the fulfillment of the other four functions listed, they, largely, are aspects of, and subsidary to, this primary function. Moreover, the family, the peer group and many community groups and agencies contribute much more fully and extensively to the fulfillment of the other four functions.

I feel that the high schools have not achieved ex-

cellence in the discharge of the function of intellectual development in our past history, but I am even more disturbed now by the shortcomings, as I see them, of the schools in this matter. T. S. Eliot as quoted by J. Glenn Gray stated my concern explicitly: "Where is the wisdom we have lost in knowledge? Where is the knowledge we have lost in information?"[4] So much of what we have students study and what we teach is information, sometimes knowledge, but seldom wisdom—the fundamental concepts and theoretical principles that provide mastery over one's impulses and prejudices, and enable one to be a highly contributing citizen in a world society.

In my opinion, many of the innovations, reshuffles, revisions, and "reforms" of recent years have in fact watered down, sloshed over, and reduced the very content, subject matter, teaching procedures, and standards of accomplishment that would enhance the knowledge and wisdom potentially inherent in a high school course of excellent quality.

It is in this regard that I find fault with the 10 reports analyzed in this study. All of the proposals seek to further dilute the high school curriculum in terms of its basic function of intellectual development. The National Panel on High School and Adolescent Education pays obeisance to this role of the school in emphatic rhetoric. But it devotes its report to proposals and plans for reform that would militiate overwhelmingly against the fulfillment of this very function. For example, the report recommends that "compulsory daily attendance be reduced from all-day sessions to an academic day of 2-4 hours." True, the student would spend considerable additional time during the week in other types of learning situations, which, if properly directed, could be educative in terms of our wisdom concept. I comment later on this matter.

I believe that the school should provide a program of schooling that, for convenience of planning and instructing, may be classified in eight domains: Communicative Arts, Humanities, Social Sciences, Science and Mathematics, Family Life and Human Relations Education, Health and Physical Fitness Education, The Creative and Practical Arts, and Special Interest and Career Education. All youth upon leaving the high school should have attained as high a level of competency in each area as is consistent with his or her capabilities, interests, talents, and career objectives—all validly ascertained in terms of the demands of citizenship, family and social responsibilities, personal well-being, and self-satisfaction, rather than on the basis of fleeting interests or expediency. The goal of all education is the maximum development in socially approved directions of each person in terms of his or her talents, potentialities, and capabilities.

Most of the proposals for reform offer little, in my opinion, of real merit in improving the program of secondary education in light of this fundamental mission.

B. The Crisis in Secondary Education

In seeking to fulfill its basic functions, secondary education in this country is facing one of its most critical periods in history.[5] All concerned citizens acknowledge the tremendous and unique contributions of the American high school to the development of the nation throughout its history and to the enhancement of the lives of its people.[6] But as the Panel on Youth of the President's Science Advisory Committee explains in a lengthy treatment of the situation and the national Panel on School and Adolescent Education points out briefly the times have changed greatly in American society since the present high school pattern of education was firmly established in the first quarter of this century. In spite of some managerial and program changes the high schools have not adapted fully or properly to the present status of American life.

The crisis, in my opinion, arises from these factors:

1. There is a lack of a high level of motivation for excellence in achievement and personal development among a large portion of the youth population today. The intense drive for success in the academic realm that characterized so many youth, especially of the agrarian, low and middle income, and Caucasian segments of the immigrant population, in their social and economic movement upward in the society during the decades from the 1910s into the 1940s has waned markedly in recent years.

2. In the past several decades the youth of minority ethnic and racial groups and of low income and poverty level whites have, with many notable exceptions, become thoroughly disillusioned about the contribution the secondary school actually makes to the development of their own personal esteem and well-being, or to any social mobility upward they may have envisioned and sought. Why endure the regimentation, even scorn, and absurdities of a traditional secondary school when a career as a welfare recipient is available?

3. The high schools, particularly the large, urban institutions, but also many suburban and small-community high schools, have either remained so rigid and traditional in their programs and practices or have tried a mish-mash of petty innovations and reshuffling of courses, requirements, or instructional processes that contributed little to the basic reforms so badly needed.

4. An almost hopeless economic and social situation for a considerable portion of our youth results in very high rates of unemployment, especially among minority groups, deplorable housing, lack of recreation or other desirable outlets for youth's needs for challenging, productive activity, and little possibility for upward mobility.

5. A mass of laws and court decisions in recent years severely curtails the actions that school officials and boards of education may take in their efforts to provide what they consider to be a high quality program of secondary schooling. Actions by imperialistic courts (not elected or subject to the control of the people) dictate many crucial policies or practices of the school.

In addition to many court decisions and related laws and regulations on due process, equality in all respects, students' rights, teachers' rights, and limitations on disciplinary authority, two recent sets of laws, with accompanying sets of regulations, further impose extensive requirements on the schools that increase greatly the difficulties in providing a quality education for *all* youth. These comprise the laws and regulations relating to students with a great variety of exceptional educational needs, and the necessity of providing equality in programs, facilities, equipment, staff, schedules, finances, and the like for both sexes in intramural and interscholastic athletic sports programs. The disruption of the academic instructional program from athletic events that spread throughout the week, and over many hours of the usual school day boggles the mind of one who believes that schooling must have an overwhelming intellectual component.

The net results of these sets of conditions are:

1. Much too large a group of nominal students and dropouts are disgruntled, disenchanted, rebellious, defiant, and disruptive. Those enrolled are, at best, apathetic, bored, and frustrated, have high rates of absenteeism, sneeringly refuse to carry out assignments or engage in serious study of any kind, are disruptive of school decorum, are often violent in their behavior toward other students and teachers, and engage in vandalism. Outside the school the use of drugs is extensive, immoral behavior widely practiced, and petty crime common.

2. A considerable portion of the conforming students in school achieve at a level much below their respective capabilities and acceptable standards for quality learning in any high school. They are quite content to just "get by," and few demands are made of them. Skills in the use of oral and written English, ability to compute at a level needed by citizens generally, and adeptness and interest in pursuing learning on one's own initiative are inexcusably low, and the knowledge and understanding essential for fulfilling the responsibilities of adult citizens and parents much too sketchy and shallow.

3. In far too many high schools, the whole environmental climate is one of apathy and impassiveness. There is little incentive or encouragement to endeavor to do one's best, to voluntarily undertake challenging and exciting adventures in learning, or to take pride in one's intellectual accomplishments. Often too many of the teachers are apathetic or even callous, resigned to expect and accept shoddy work and low levels of achievement on the part of many students. Many professionals are concerned about the situation but feel they can do nothing to change matters, and there is no cooperative effort under expert leadership to improve conditions intellectually. Home work is outmoded; failing grades are not tolerated; graduation is guaranteed after serving the proper amount of time, disciplinary measures are difficult to enforce or not tolerated, reprimands may warp the student's personality, parents defend their child's "rights" and threaten lawsuits, and so it goes. A malaise of frustration and despair seems to pervade too many schools.

4. Thus, much too commonly in American high schools, the highly motivated, intellectually competent students are seriously deterred in their efforts to reap the benefits that should accrue to one who attends a high school.

C. Compulsory Attendance

The recommendation of the National Commission on the Reform of Secondary Education (The Kettering Commission, 1973) that only eight years of schooling beyond kindergarten be compulsory provoked a great deal of discussion among educators. One should note, however, that the Commission stated emphatically that such a step should not be taken until laws providing that 14 years of free education should be made available to all citizens and at any time a person may wish to use the six additional years in his or her lifetime. Gibbons discusses this issue in detail and makes several sound recommendations on the matter. It seemed evident that no change should be made in existing laws until a great deal of study and some pilot projects have been carried out that provide evidence on the merit of any modification of existing laws.

Certainly, few youth leaving school after eight years of schooling will be able to find any kind of employment of a career nature. One raises the question of what agency will assume responsibility for

the continued education or wellbeing of these unattached, emerging adolescents even if they are few in number. If the school is not a challenging place for them now as I indicated earlier it apparently is not, the solution of the problem must lie in better programs and arrangements for formal schooling rather than increasing their frustrations, boredom, and despair. The very youth who most need guidance, direction, and help in their own self-development would be the ones who drop out or are forced out at age 14.

D. The Community-Wide Plan for Secondary Education

The principal import of all of the proposals for reform, except the first reports of Conant and Trump, which were limited to specifics, is that secondary education must be a community-wide program, centered in the high schools but involving parents, citizens, and community and public agencies of all kinds. In fact, this approach to the reform of secondary education becomes almost a dogma in the ferventness and extent with which the more recent reports advocate a total community approach to the education of youth. Community-wide education is certainly the "in" thing among educational reformers in the 1970s.

But the vagueness and broad sweep of the proposals, with little or no attention to detailed plans for carrying out such a program of education leaves one with a feeling that he or she is being exhorted by an evangelist rather than being counseled by an educational leader. The rhetoric obfuscates the practical dimensions of the matter. The whole concept sounds wonderful—involve everyone in the education and preparation of youth for adulthood in the society. They are involved in any case by the very nature of a society itself (one proposal uses the walkabout experience of aboriginal tribes of Australia as its conceptual model). But the commissions and task forces propose much more formal, extensive, and organized program than the ongoing socialization and training of youth that abounds in any community. In fairness, it should be pointed out that the National Panel on High School and Adolescent Education states quite honestly "that its recommendations should be seen as general concepts in need of critical analysis and design for adaptation to local circumstances. Skepticism is a trait in need of cultivation in education." This critic has plenty of doubts.

My principal concerns about these proposals are:

1. Magnitude. Approximately 15½ million youth are enrolled in the high school grades (9-12) in 1977; some three million of them are seniors. If the school-community agencies were to provide just one semester of community experience for a high school student on a full or part-time basis, about two million must be accommodated each semester and this means for each student at least seven semesters with no formal organized community experience through the schools. What would be the situation in your community? In a typical midwestern city of 150,000 population, about 2,000-2,500 will be enrolled in each high school grade; in a small city of 35,000, it will be 300-400. Will the community agencies of a city of 150,000 be willing to absorb more than 1,000 students each successive semester in a worthwhile program of educative experiences, or the city of 35,000 be able to meet the needs of 150-200 students each semester? If a year of community experiences is deemed desirable, double the number involved. But, I ask, if the formal, in-school day is only two-four hours, as the National Panel recommends, what will the six or seven out of every eight high school students not in the community service program be doing during their out-of-school hours?

2. Supervision and management. If plans can be worked out for community experience for even some of the students, providing staff for supervision and management of the students while engaged in off-campus activities necessitates a substantial budget. The vocational education people know firsthand the serious problems arising in cooperative work-experience programs—wages, replacement of regular employees, insurance, fringe benefits, discipline, regularity in attendance, liability for students' acts on the job, and the like. It is unrealistic to expect that the community agency, office, business, or whomever offers the opportunities for community experience will also provide effective and efficient supervision of some part-time young student over whom they have little or no control.

3. Decrease in time spent on the primary program of education—the in-school academic program. The National Panel on High School and Adolescent Education recommends only a two-four hour session daily in school (p. 13). How can a student acquire the knowledge, wisdom, and personal competencies needed for an effective and satisfying adulthood in the eight domains of the curriculum listed previously? If he or she is not engaged in the organized community-centered program all five days of a week, what is the alternative —less-and-less schooling in an age when more-and-more schooling is essential.

E. Policy and Decision-making on School Matters

Coordinate with the recommendations for a community-wide program of schooling, a number of the reports strongly urge that students, parents,

and citizens generally participate with the board of education and school staff in planning the school-community program of education and in policy and decision-making. This concept of school governance was enacted into law by the State of California in September, 1977. All school districts in that state must now establish a means for representatives of the students and citizens to participate fully in the whole decision-making process on school improvement programs if state funding is involved.

This concept of school administration is based on the belief that significant, far-reaching school reform and the development of a complete community-wide approach to education cannot be planned, put into effect, carried out, or evaluated satisfactorily unless students, parents, citizens, and staffs of community agencies or their representatives participate in the whole process from beginning to end.

Most reports advocating this approach to governance, recognize that much effort must be devoted to a study and tryout of various procedures for involving community groups in decision-making before any permanent arrangements are fixed by law or local practices. Community councils for the arts, school-community cooperative service programs, and career education programs are strongly recommended as initial efforts. Most school systems already have active advisory councils for career education programs, and some have citizen advisory councils to the board of education. But none of these types of councils has legal authority for decision-making. That responsibility still rests with the board of education.

A basic requirement in developing student and citizen participation in the governance of the schools is to define clearly and definitively the role and responsibility of any such student and citizens' groups. No overt authority for participation in decision- and policy-making by such lay groups should be granted until laws define explicitly the nature of such authority and the legal processes for establishing such groups and assures rights of all citizens to participate by election in the selection of members of any policy-making agency.

Section 7

Some Proposals for the Improvement of the Program of Secondary Education

In concluding this study of school reform movements, I will recommend some modifications in the traditional program of secondary education that I believe will enable the schools to provide a quality education for all youth.

The basic concept underlying my proposals is differentiation—differentiation in the educational program in terms of each student's capabilities, talents, motivations, present level of attainments, and career aspiration.

A. Organizational Structure and Administrative Arrangements

Essentially, the proposal expands and systematizes the alternative school and program arrangements that already exist in some school districts. Regardless of district boundaries in metropolitan areas that now have a number of high schools, one or more academic high schools should be established. In the area of Portland, Oregon, and surrounding communities, for example, probably four to six such academic schools would be needed; in Los Angeles perhaps eight to ten; in the Omaha area, four would be adequate at present; in areas of about 100,000-200,000 population probably one academic high school would be sufficient. But no high school should enroll more than about 1,000 students. The state would arrange finances so that a person from any school district could attend the academic high school free of tuition.

The other high schools of the area would continue as comprehensive secondary schools as would the high school or schools, if several existed, in smaller communities. These schools, also, should be limited to less than a thousand students. These community high schools should establish as a part of their alternative programs an academic division of the school.

Admission to an academic high school or to the academic division of a community high school would be open to all students who have received a certificate of promotion from the middle school, as, of course, would be true also for the comprehensive high school serving the area.

The elementary school would serve children from age five to about age 11. Promotion to the middle school would be based on ample evidence that the pupil had attained the competencies in communicative and computational skills and in the skills for self-directed learning established by the local school system. The curriculum would, obviously, also include appropriate courses and learning

activities in all eight domains of the school's program, but minimum competency levels of attainment would not be specified for promotion in the other domains, although behavioral goals and objectives would be defined by the school.

Specific years of attendance would not be required, nor would a school grade be used as a designation for a level of work in the elementary school. Pupils would be grouped for instruction by attainment levels, not age or grade levels. Pupils who exhibit serious learning difficulties would be provided special programs as appropriate. Most students would spend six years in elementary school but the school staff, parents, and the community must accept fully and agreeably the fact that attainment of the basic competencies determines promotion, not time or age.

The middle school, similarly, would issue promotion certificates to the high school when the staff determines that a student has the competencies, the motivation, and the self-discipline to carry successfully the program of a secondary school. Usually the student would expect to spend three years in the middle school, but the attainments, maturity, and motivation of the individual student are the determining factor, not time served.

Upon promotion from the middle school, the student may choose to enroll in an academic high school serving his or her area or the comprehensive high school in the district. If the student enrolls in the comprehensive high school, then he or she may choose among the academic division or other alternatives available in the school's program. Usually the student would spend four years in the high school but, again, differentiated treatment must be the policy. Alternatives of this kind are treated later.

A variety of alternatives would be available beyond the high school. The community college system should also have differentiated programs, with one alternative in larger cities being a branch exclusively academic—in other situations, an academic division of a comprehensive college. Again, high school students deemed ready for transference to postsecondary programs could enter any community college of the district or a division of a particular college. Usually, those graduates seeking to transfer to the liberal arts or professional colleges of a university after one or two years in the community college would need to pursue an academic program; however, they may be able to transfer to less selective senior colleges from other divisions of the community college.

B. Programs, Curriculum, Instruction and Standards

It is in the curriculum and instructional program of the high school that the essence of the differentiated program would be evident.

The Academic Alternative

In the specialized academic high school and the academic division of the comprehensive high school a range of courses from the introductory level to a lower-division collegiate level would be offered in all eight domains of instruction. The range, for example would be from First Year Algebra to Calculus, from First Year Chemistry to Special Research Topics in Chemistry, from History of the American Nation to an interdisciplinary seminar in the social sciences, and from a basic course in composition to Creative Writing, or a seminar in modern American authors.

Expectation and standard of attainment would be high in every course. No adjustment or watering down of content or standards by the faculty would be made to accommodate unqualified students. A failing student would be dropped from the academic high school or the academic division. He could re-enroll in other divisions of the comprehensive high school.

Similarly, the academic branch of a community college system or the academic division of a single institution in a community would offer a top-quality program in the academic disciplines, the arts, psychology, and subjects needed for advanced work in an area of specialization. Usually graduates of the academic high school or division and of the comparable program at the community college level could transfer without any restraint to the senior colleges or universities.

The faculties of an academic high school, the academic division of a comprehensive or community high school, the academic branch of a community college system, or the academic division of a single college would all be selected on the basis of their own demonstrated scholarship in respective areas of specialization, their competencies to carry on instruction at the respective course levels in a highly challenging and meaningful manner to the students, and personal characteristics of intellectual interests and rationality. Tenure in these positions would never be granted, although it might be granted for the system or institution as a whole. The faculty would primarily be the planning and decision making group for the instructional program,

standards, evaluation, promotion of students, and retention of staff members.

Instruction would also be differentiated, with a variety of challenging and interesting modes being used by the staff. Student-staff planning of instruction would be widespread. Discussion, seminar work, written papers of depth and breadth as appropriate, individual research, and laboratory projects would be commonplace, and community involvement through investigative studies, participation at high levels in the work and activities of local agencies, businesses, and governmental service, and projects planned and executed by the students for the community, county, or state would be a part of the total program of schooling.

Evaluation of student attainments and personal development in terms of goals and competencies defined in the staff-community planning process would be made in depth with a variety of methods and procedures. Much self-evaluation would be encouraged.

Alternatives for Students Not in the Academic Division

Differentiation would also be available to all students who choose not to enroll in the academic program of the high school. The overall requirement for all students, recall from earlier statements, is attainment of a desired level of competency (defined in terms of each person's capabilities, talents, past attainments, motivations, and career aspirations) in each of the eight domains of the high school curriculum. Hence, expectations and evaluation of a student's achievements in each domain is a personal matter. The student, a member or members of the staff, and parents or surrogate are involved in such an assessment of development.

The alternatives in program lie within the eight domains; if a student acquires the desired level of competency in a domain in the middle school or early in the high school program, he or she has more time to devote to specialization in a particular area of the curriculum. As examples, the student may wish to work more extensively in music, the visual arts, drama, creative writing, the social sciences, the sciences, computer program, or in a vocational education program.

Instruction in all courses would be as challenging and significant as the staff could provide, usually all the modes of instruction known to professional teachers. Community experiences would be made available to as great an extent as possible. All vocational education students should have adequate opportunities for school-community cooperative work experience and training. In other domains many students could be accorded opportunities for community service, governmental, or business experience on the basis of whatever the school and community could plan and provide cooperatively.

Alternatives for Certain Exceptional Students

Additional provisions for differentiation should be made for some students with highly uncommon educational needs because of the nature of their talents, capabilities, physical condition, or social or emotional development. I do not favor specialized high schools for students possessing a high level of talent in certain fields of endeavor, such as music, the arts, fashion design, business, or trades. The programs of both the academic high schools and the comprehensive high schools should include such a range of opportunities in all eight domains that the exceptional talents of such students could be served. Arrangements should be made, however, so that some students may go to another high school, a community college, senior college, or university on a released-time plan for a more advanced course than may be offered in their school.

Provisions for other students with exceptional needs have increased greatly in recent years, and new federal and state laws and subsidies are resulting in much better opportunities within regular programs for such students.

With respect to students seeking to prepare for immediate employment in a job, I believe that the comprehensive high school should offer introductory level courses in selected occupations and should then participate in cooperative programs involving the community college and cooperative work-study programs with community firms and agencies of appropriate kinds. Recall that all students should attain acceptable levels of competency in all eight domains of the secondary school program—specialization is beyond that requirement. I do not favor the establishment in the high school of full-scale programs of vocational education for entry level employment. I think such programs along with much more advanced training should be provided by postsecondary institutions.

One exception, however, is necessary in large metropolitan areas. It must be recognized in planning that some small portion of the youth simply will not participate freely and acceptably in the programs envisioned for either the academic or the comprehensive high school. No effort should be made to retain such young people in either of those types of high schools. In fact, these trouble-makers and reluctant learners should be summarily dropped from the regular community high school. Just as a specialized high school is recommended for the highly motivated, intellectually talented student, a

special high school would be established for the youth who reject by absenteeism, disruption, or dropping out, the best program the regular schools can offer for all other youth. This special high school, too, would offer a differentiated program, but it will take a tremendous effort on the part of community, state, and federal agencies to provide a program that will interest many of these youth. It will probably be necessary to establish various kinds of work programs, possibly even setting up special government factories, work camps, and job corps centers for some students. I am sure of one thing, however, that the nation cannot tolerate any longer the disruption, harrassment, violence, and wasted resources in staff and facilities that now characterize too many urban high schools that must accept and put up with these rebellious youth.

School-Leaving Arrangements

The faculty of each school should establish plans and policies for official school-leaving. These would be subject to approval by the board of education, but should allow each faculty considerable flexibility. Generally, a student should be officially graduated when the faculty determines that the individual is ready to undertake the next major phase of his or her plans for personal and career development. Normally four years should be spent in the high school program, or until age 16 if the faculty has not granted leave by that time.

In many instances, a student will have already been engaged in activities outside the school itself during the four-year period. These may include work in advanced courses at postsecondary institutions, cooperative school-community college vocational programs, and school-community service projects. Graduation simply marks a move forward to a new phase of adulthood. For most students graduation will be a more formal termination of school control. For students with exceptional needs other than the talented, school leaving ought to occur gradually, with the person being given opportunities for work experiences, part-time jobs, rehabilitative training and employment programs in other agencies, and the like.

C. Directors of Personal Development

Any plan for differentiating schooling, or, for that matter, any kind of schooling, will not provide a quality program of education for each youth unless intensive study is given to the particular capabilities, motivations, achievements, and aspirations of each student enrolled, and then throughgoing plans made for providing a differentiated program. The second part of my recommendations for reform, therefore, is a proposal for just such intensive study and preparation of plan of action.

Directing such a scheme of individual assessment and planning would be a staff member designated as a "Director of Personal Development." Directly involved as cooperating partners in the process would be the student, his or her parents or surrogate, and the director for that particular client; service functions would be provided by psychologists, test specialists, and, as needed on occasion, social case workers, psychiatrists, doctors, and staff people from community agencies.

A director of personal development in the middle and high schools should have only about 20-25 clients, although budget factors may necessitate two such groups in many schools. The responsibilities and scope of activities of the director would be much more comprehensive and personal than the typical activities of a counselor in today's schools. Persons interested in such a position should be selected very carefully on the basis of intellectual, social, emotional, and personal traits, receive a thorough program of training, with an internship required, and be paid accordingly. Tenure as a director would never be granted, although it should be available as a school employee for other assignments.

A director would be responsible for a tutorial in which his or her student clients enroll during their entire middle and high school years. It is through such a scheduled arrangement that the director would carry on his or her activities of assessment, counseling, planning, and directing the student's program of schooling. He or she would work closely with the parents or surrogate, and all three parties involved—student, parents, and director—should develop and agree on comprehensive plans for the personal development of the client. Attention would be given to four aspects of the total learning situation: regular course program in the eight domains of the curriculum, the extracurricular activities program of the school, including the whole gamut of social experience within the school, the significant informal, but planned, learning activities centered in the home and in cooperation with the parents, and planned sets of community experience provided cooperatively under a school-community arrangement.

Obviously, the director would have to establish good relationships with the parents or surrogate. If this proved to be impossible or impractical, he or she would then work alone with the student on his out-of-school learning activities, perhaps attempting to involve appropriate persons with whom the student had close relationships.

The tutorial would be the school vehicle for carrying on assessment and planning activities by the director and his clients; some would be in the group situation, but many on an individual basis, involving, as stated, also the parents. The tutorial group would also engage directly in many learning activities, especially depth studies of selected issues and community matters. The amount of time devoted to the tutorial and the course credit granted semester to semester would be determined in each individual situation. The director would be the staff person primarily responsible for making recommendations to the staff on school leaving arrangements for his or her respective clients. He or she would work closely with appropriate staff persons in planning and arranging cooperative school-community work experience assignments for students in vocational education programs. Other members of a tutorial group may participate in community service projects of various kinds, but, in light of problems mentioned in Section 6, not all students would be expected to undertake planned school-community activities of a continuing, formal nature. A director and a student would, of course, plan many informal family and community activities on an individual basis, but the school would not formally supervise such day-by-day casual or organized participation.

These, then, comprise my two basic recommendations for secondary school reform—differentiation as to types of schools, choice of program, nature of courses, modes of instruction, and out-of-school activities, and a school staff member responsible for working closely and intimately with a student and his or her parents or surrogate in seeking to achieve for every youth in America a maximum degree of development of the person's capabilities, talents, and potentialities in socially approved directions. Let us get on with the job.

Documentation

[1] A brief, but excellent review of some proposals for reform dating from the late 19th century is A. Harry Passow's *Secondary Education Reform: Retrospect and Prospect* (New York: Teachers College, Columbia University, 1976).

[2] Readily available in Franklin's Autobiography or in Edgar W. Knight and Clifton L. Hall, *Readings in American Educational History* (New York: Appleton-Century-Crofts, 1951), pp. 74-80.

[3] See Lawrence A. Cremin, *American Education: The Colonial Experience, 1607-1783* (New York: Harper and Row, Publishers, 1970).

[4] J. Glenn Gray, *The Promise of Wisdom* (Philadelphia: J. B. Lippincott Co., 1968), Chapter 1.

[5] For a more extended statement of the present situation see, Galen Saylor, "Bicentennial: A Critical Moment in Secondary Schooling," *Theory Into Practice*, 15:173-182 (June, 1976). See also Harold Shane, *Curriculum Change Toward the 21st Century* (Washington, D.C.: National Education Association, 1977) pp. 40-55.

[6] Of all the reports analyzed only the National Panel on High School and Adolescent Education pays high tribute to the secondary schools for their contributions to American life. See Chapter 1 of its report.

EDITOR'S INVITATION

Some readers will probably have strong reactions to Professor Saylor's analyses and recommendations. If you have, you are invited to submit comments and your own solutions to the Editor by October 1, 1978. If we have sufficient response, we will follow through with a symposium on this topic later this year. Mail your response to: Editor, Curriculum Bulletin, Oceanside, OR 97134.

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